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24 September 1952

SECURITY INFORMATIONDRAFT OF REPORT OF THE WORKING GROUP ON FOREIGN LANGUAGE  
DOCUMENTS TO THE SUBCOMMITTEE ON REQUIREMENTS AND FACILITIES FOR  
COLLATION OF THE ECONOMIC INTELLIGENCE COMMITTEEI. THE PROBLEM.

The Subcommittee on Requirements and Facilities for Collation of the Economic Intelligence Committee has charged the Working Group on Foreign Language Documents as follows:

"The fundamental task of this Working Group is to determine and recommend the treatment, operations, procedures and end product which will make foreign language documents of maximum value to analysts engaged in economic intelligence research.

"In approaching this task, the Working Group should not restrict itself to a consideration of existing operations or activities regarding foreign language documents, but should survey the entire problem. Final working group recommendations as to operations and procedures should be based upon and logically flow from a determination and definition of the type of operation or service which economic research analysts find most valuable in their work."

In dealing with the problem as outlined by the Subcommittee, it became immediately apparent that the line of demarcation between economic intelligence research and other intelligence research activities could not be defined. One is immediately aware that the procedure for analysis of information for intelligence purposes, whether economic, military, political, or any other purpose, is fundamentally the same. The Working Group, therefore, feels that its recommendations and discussion may be applied to all fields of intelligence

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research with a minimum amount of modification. From the charge laid down by the Subcommittee, the Working Group concluded that it was to place itself in the position of the ultimate consumer, i.e., to recommend measures which would place before the research analyst material of informational value in the production of intelligence which originally appeared in a foreign language. The present facilities for accomplishing this purpose have not been altogether satisfactory. The Working Group, therefore, construes that its duty is to present to the Subcommittee a general plan for the establishment of facilities which can adequately answer the requirements of the intelligence analyst. The Working Group has borne in mind at all times the present facilities for handling the various stages of procuring and processing documents of information value for the production of intelligence without attempting to reconsider these facilities nor to criticize the organic or functional processes which they perform.

## II. DISCUSSION

The charge given to the Working Group by the Subcommittee on Requirements and Facilities for Collation of the Economic Intelligence Committee clearly states that the entire problem of foreign language document exploitation must be considered. The Working Group considered that this charge in essence required that the Working Group consider the chronology of foreign language document exploitation. This discussion will, therefore, proceed from the procurement of the document through its processing to its ultimate storage.

A. Procurement: At present the major collection activity is maintained by the Department of State through the Publication Procurement Officers

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stationed in the various embassies throughout the world. In addition to the regular full-time Publication Procurement Officers, there are so-called ad hoc Publication Procurement Officers abroad who, because of their peculiar backgrounds, are well-suited to procure materials of technical interest. The various attaches representing other departments of the government also act as procurement officers for their own functions. Although there is a commendable collaboration between the attaches and the Publication Procurement Officers, the uncoordinated activity of so many procurement officers in the field has resulted in undue duplication of effort.

The Working Group considers the function of peripheral reporting, press monitoring and other field information collection activities to be a part of the procurement program. The advantage of such field activities lies in having available on the scene qualified observers whose analyses of information published in overt materials or acquired through covert channels would necessarily be of great value in supplementing those resulting from an analytical process applied by an analyst in Washington whose experience did not include field service. The disadvantage of press monitoring service in the field resides in the problem of presenting to the field officer current requirements.

The entire publication procurement program (purchase of books, monographs, serial publications and newspapers; peripheral reporting; press monitoring; etc.) should have the closest possible guidance from the intelligence producing agencies.

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B. Cataloging: Once a document has been procured, it is worthless unless its availability is made known to all who may have an interest in its subject matter. A periodic accessions list in English, prepared by a central receiving office for documents procured by any member of the intelligence community, should be issued. An accessions list of foreign language documents which would be of maximum value to the intelligence analyst would necessarily have to have a brief annotation of the document. One of the most serious problems of the past has been the ambiguous titling of documents not previously titled by an author. The annotation should indicate the scope of the publication and its level of scholarship. The annotation is in no way to be construed as an abstract of the content of the document.

C. Scanning and Abstracting: After the documents have been cataloged, they should pass on to a basic translation unit. This unit would have as its principal responsibility the preparation of abstracts or summaries of documentary materials of all kinds with special regard to basic long-range intelligence needs as determined by the analysts of the intelligence producing agencies and controlled by a joint IAC board. These abstracts or summaries in English would then be forwarded to the Reading Panel or other distribution mechanisms of each interested IAC agency. The Reading Panel would, in turn, route the abstract or summary to the appropriate section for information. When an item reaches the analyst and he determines an interest, the analyst would prepare a set of requirements which are suggested to him by the abstract and forward

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these requirements to the linguist who has scanned the original document. This linguist will in turn review the document in terms of the requirements laid down by the analyst. This procedure will obviate the time-consuming translating (verbatim translation) activity which might be requested by the analyst and then upon receiving the translation the analyst would find that his requirements had not been satisfied.

D. Translation: If, after the consultation between the analyst and the scanning linguist described above, it was deemed advisable to have a complete translation of a document made, the document would be referred to the translation unit. This unit would be populated by linguists of high field specialization qualifications. In other words, each linguist would be well equipped in the separate technical fields of interest receiving attention for intelligence analysis. Of all the complaints heard by the Working Group during the formulation of its "ideal exploitation program," the lack of technical background for linguists was the most common. It is only by the creation of a mutual respect between the translator and the intelligence analyst that any degree of benefit can result from this program. The translating unit would maintain close liaison with all intra-governmental agencies outside of the intelligence community which produced translations of foreign language materials. In addition, close collaboration between the translation unit in the intelligence community and files of translations maintained outside of government must be exercised.

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E. Indexing and Storage: After a document has been cataloged and annotated, scanned, abstracted and/or translated, consideration must be given to future need for this document. It must be possible, in other words, to recall a document with a minimum of effort. The indexing process accomplishes this purpose. There is no such thing as over-indexing; there is only a practical limit to indexing. When one considers the potentialities of modern machine record indexing systems, it becomes immediately apparent that the practical limit for indexing is very high. The employment of machine record indexing systems requires a standard set of code subjects and subclassification of subjects. The consideration of installing an indexing system for foreign language documents must necessarily be done with the collaboration of the existing facilities for this type of activity. It would be impractical to devise a new subject index which would depart from existing subject indexes too radically. The Working Group feels, however, that a standard subject index, useable by all participating agencies, is imperative.

One of the most serious problems connected with the operation of bibliographic control, is the storage of materials having potential future value. It is the belief of the Working Group that much of the storage problem can be alleviated by the maintenance of complete microfilm files of all foreign language intelligence documents. Such a file would make possible the recalling of any document for reproduction or re-scanning in terms of new requirements at any time. From the master film, additional prints of unique documents could be made available to all interested agencies while still preserving a central library.

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F. Summary: From the above discussion, it may be seen that a single inter-departmental body reflecting the interest of all of the IAC agencies should control the procurement, processing and preservation of intelligence documents in foreign languages. The initiation of document procurement can best be coordinated by such a central group. The implementation of such a body would be the creation of a "Bibliographic and Translation Center for Intelligence Purposes" which would coordinate the requirements, collection activities, bibliographic control, processing and storage of foreign language documents.

### III. RECOMMENDATIONS.

A. Under the provisions of the National Security Act, Section 102 (d), the Central Intelligence Agency is charged with the responsibility of performing for the benefit of the existing intelligence agencies such services of common concern as the National Security Council determines can be more efficiently accomplished centrally. It is the belief of the Working Group that the Central Intelligence Agency should be directed to establish a joint IAC organization for the procurement, processing and storage of foreign language intelligence documents for the benefit of the entire intelligence community. It is the belief of the Working Group that such a function can best be accomplished centrally in view of the common concern of all members of the intelligence community concerning documents in foreign languages for the production of intelligence. The direction of such a bibliographic center should be delegated to a Foreign Language Board composed of one representative

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each from the intelligence areas of the Departments of State, Navy, Army, Air, and the Central Intelligence Agency. It is recommended that the member from the Central Intelligence Agency act as Chairman of this board. It should be the duties of the board: (a) to establish working policies for the Bibliographic Center; (b) to set priorities for basic translation projects and provide general direction to current translation activities; (c) to coordinate the centers of bibliographic and translation work in terms of the departmental and contract translation activities of State, Army, Navy, Air and CIA; and (d) to act as principal liaison between the government language services and those conducted by private institutions and scholars.

Furthermore, it shall be construed to be within the scope of responsibility of this board to guide the Department of State and any other collection agencies in the collection of documentary materials of informational value for the production of intelligence. As a coordinating and liaison body the Foreign Language Board would have the power to review translation work undertaken by the participating government agencies through external contract and judge its value in terms of government intelligence needs and other government translation endeavors; and also to recommend government financial support of private translation and processing activities, including acquisition, cataloging and library activities.

B. The Bibliographic Center suggested above, would, in cooperation with Library of Congress, compile a central catalog of foreign language

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materials of intelligence value, held by governmental (outside the intelligence community) or private agencies; prepare and disseminate annotated bibliographies on special intelligence topics; prepare and disseminate a regular acquisition list of materials cataloged on the basis of the central catalog suggested above. The primary functions of the bibliographic center would be: (a) to provide a basis for a systematic procurement program by giving the IAD and the Publication Procurement Officers (both regular and ad hoc) a picture of current holdings and needs; (b) to provide a guide for a systematic translation program by giving translating units a picture of available materials and their relative value; and (c) to provide research analysts and research units bibliographic guides for their intelligence research activities.

C. The Translation Center, operated jointly with the Bibliographic Center under the Foreign Language Board, would be organized by language branches with each language branch to be composed of a basic translation unit and a current translation unit. The responsibility of the basic translation unit of each branch would be to translate, summarize or abstract documentary materials of all kinds pertaining to basic long-range intelligence needs as determined by the Foreign Language Board and to disseminate the results of such activity in the manner decided upon by the Foreign Language Board. The responsibility of the current language unit would be to supplement the product of the field monitoring units, supply spot translations upon the request of the participating

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agencies and to provide current coverage of press and periodical topics of immediate intelligence interest as defined by the several participating agencies. The Working Group feels that detached units of the current language function should be physically housed in the immediate area of the participating agencies to do spot translations and to otherwise assist the analyst.

D. It is further recommended that necessary steps be undertaken to develop and promulgate a National Security Council Intelligence Directive clearly defining and delimiting the authority of the Foreign Language Board and the functions of the Bibliographic and Language Center to the satisfaction of all departments and agencies.

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